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INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR
THE ELABORATION OF AN INTERNATIONAL CONVENTION
TO COMBAT DESERTIFICATION IN THOSE COUNTRIES
EXPERIENCING SERIOUS DROUGHT AND/OR
DESERTIFICATION, PARTICULARLY IN AFRICA
Ninth session
New York, 3-13 September 1996
Agenda item 2

DESIGNATION OF A PERMANENT SECRETARIAT AND ARRANGEMENTS FOR ITS FUNCTIONING: ADMINISTRATIVE ARRANGEMENTS

Note by the Secretariat

Attached, as indicated in document A/AC.241/55, is the offer of the United Nations Environment Programme (UNEP) to provide support services to the Permanent Secretariat of the Convention to Combat Desertification.

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UNITED NATIONS ENVIRONMENT PROGRAMME
PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT

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Date 24 May 1996

Dear Ambassador Diallo,

We greatly appreciate your invitation of March 14 on behalf of the INCD, to make a statement on the interest and capacity of UNEP to provide administrative support to the Permanent Secretariat of the Convention to Combat Desertification and Drought.

Our offer is enclosed and it responds in detail to the specific questions indicated in the Annex I to Document A/AC.241/34. However allow me to mention some highlights which we believe demonstrate our particular comparative advantage.

UNEP is an established United Nations programme which is already providing support services to five convention secretariats in Bonn, Montreal, Geneva, and Nairobi as well as regional convention secretariats in Athens, Kingston and Nairobi. We are experienced and capable of doing this, and there are benefits to be gained from this experience and commitment. We confirm that the head of the Permanent Secretariat must be fully responsible for policy guidance and substantive decisions to the Conference of the Parties; already we have made such arrangements for several conventions which have been fully acceptable to the COPs. The most recent is the Secretariat for the Biodiversity Convention which we were asked to host. We provide administrative support consistent with the UN rules and regulations, but the head of the Secretariat is entirely responsible to the COP, within the agreement.

As you know we have been active in the field of desertification control for twenty years, so we can bring a particular strength of expertise and commitment to our offer. We have extended our support to the interim secretariat to the limits of our ability and we would be fully committed to providing whatever support we were able that might be needed to cover any difficulties that might be encountered in the transition phase. Our role in supporting the Biodiversity Convention over such a difficult period has been recognised and appreciated by the Parties to the CBD. I believe such commitment and flexibility in supporting conventions that are directly related to the core of our work in environment management is an important part of our offer.

Ambassador Hama Arba Diallo
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..../2

UNEP has a very clear and specific mandate from UNCED and our Governing Council to play a lead role in the support and coordination of Convention Secretariats. It is not required for the UN General Assembly to specifically approve any agreements we may reach with the COP, but our Governing Council would of course be requested to endorse the proposed arrangements and this could happen at their next meeting in January 1997. Since the CCD has to a large extent resulted from the persistent efforts of UNEP and its Governing Council to increase awareness of the issue of desertification, I am confident you will receive their strongest support. Desertification Control is a significant part of the Environment Fund programme so the COP can be assured that for us it is not seen as just one rather distant concern among many more important pressures and issues.

We greatly appreciate your inviting us to assist the Permanent Secretariat and will do our best to help provide a strong organisation with the effectiveness that is required by the Conference of Parties to implement the Convention. In addition to our close cooperation with other secretariats we are currently reinforcing our partnership with UNDP and establishing new partnerships to help support the convention and its implementation. We are very open to working with others and sharing our expertise, experience and energy in the pursuit of our shared objectives.

The support that UNEP has provided to the preparation of the Convention is characteristic of UNEP's role. We acted as a catalyst. We provided start up funds. We supported case studies and pilot projects. We promoted the development of successful programmes. We raised awareness of critical and emerging and overlooked environmental issues. We have supported other programmes such as the Biodiversity Convention Secretariat during difficult initiation periods. We are the United Nations' flagship Programme for the Environment. We are committed to the promotion of sustainable environmental management world wide. The combat against desertification requires improved management of the drylands environment. UNEP has been committed to this cause for twenty years and remains fully committed to the effort that is needed to sustain the livelihoods of a sixth of the world's population.

Despite the cut backs all of us in the United Nations have been facing, I have every confidence in the future. I feel that UNEP, has a unique contribution to make. I look forward to providing continued cooperation and support to the implementation of the Convention and hope that you will find the enclosed offer meets your needs in all respects.

I am very happy to propose further continuation of our close collaboration on this important issue that affects such a large proportion of the world's poorest people, especially women and children.

Yours sincerely,

Elizabeth Dowdeswell
Executive Director

United Nations Environment Programme
Programme des Nations Unies pour l'environnement

UNEP

OFFER

OF

THE UNITED NATIONS ENVIRONMENT PROGRAMME

TO PROVIDE ADMINISTRATIVE SUPPORT FOR THE SECRETARIAT

FOR

THE CONVENTION TO COMBAT DESERTIFICATION

15 May 1996

OFFER OF THE UNITED NATIONS ENVIRONMENT PROGRAMME TO PROVIDE ADMINISTRATIVE SUPPORT FOR THE SECRETARIAT FOR THE CONVENTION TO COMBAT DESERTIFICATION

CONTENTS
(Following Annex 1 of Doc A/AC.241/34)

BACKGROUND

ATTRIBUTES OF THE UNITED NATIONS ENVIRONMENT PROGRAMME

1. Relevance of the mandate, general objectives and activities of UNEP to the objectives of the Convention to Combat Desertification.
2. UNEP's past involvement with the development of the Convention and activities related to the Convention and desertification control.
3. UNEP as a context for establishing effective relationships with other conventions and other international institutions.
4. General benefits derived from demonstrated effectiveness of UNEP in its own sphere of activities.

ORGANIZATIONAL AND ADMINISTRATIVE ARRANGEMENTS

5. The process for the COP entering into agreements with UNEP, including nature, form and timing.
6. Existing administrative infrastructure available to support the Permanent Secretariat and activities of the COP, including personnel, financial, communications, information management, and conference services frameworks.
7. Adjustments to normal organizational and administrative arrangements possible to ensure autonomy and independence of the permanent secretariat, including:
   a) a distinct status for the Permanent Secretariat
   b) appropriate financial procedures, particularly those relating to contributions by Parties and administration of funds
   c) appropriate personnel procedures, including for recruitment and appointment of senior staff.
8. Arrangements for sharing different categories of costs between organisations and the Parties to the Convention and charges for services not absorbed by UNEP's budget.
9. Feasibility of advances through the budgetary processes of UNEP to guarantee the Permanent Secretary's cash flow and allow it to enter into the necessary long-term commitments.
10. Administrative and financial framework for linkage with other convention secretariats.
11. Impact, if any, of location of Permanent Secretariat on substantive and administrative linkages possible between it and UNEP.

Attachment I	Responsibilities of the United Nations Environment Programme as outlined in General Assembly Resolution 2997 of 15 December 1972
Attachment II	List of relevant General Assembly Resolutions and Governing Council Decisions
Attachment III	Policy objectives of the Action Plan for the Environment
Attachment IV	Priority areas for UNEP's programme as agreed by the United Nations Conference on Environment and Development
Attachment V	Implementation of the UNPACD 1993-94. Doc GC18/40

OFFER OF THE UNITED NATIONS ENVIRONMENT PROGRAMME TO PROVIDE ADMINISTRATIVE SUPPORT FOR THE SECRETARIAT FOR THE CONVENTION TO COMBAT DESERTIFICATION

BACKGROUND

The Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (CCD) provides that the Conference of Parties shall, at its first session, designate the Secretariat from amongst those existing competent international organizations which have signified their willingness to carry out the Secretariat functions under the Convention, (Article 23, paragraph 3).

At its eighth session, held in Geneva, from 5 to 16 February 1996, the Intergovernmental Negotiating Committee for the Convention to Combat Desertification (INCD) agreed to recommend to the first Conference of Parties (COP) a list of attributes and criteria which might guide its decision on this issue. It also invited all interested competent international organizations to notify their interest to the Interim Secretariat of the Convention to Combat Desertification before 1 June 1996, accompanied by a detailed offer, including administrative costs.

The Executive Director had already expressed UNEP's interest in being invited to provide administrative support to the Convention. On March 14, 1996 the Executive Secretary of the INCD wrote to the Executive Director inviting her to "submit to the Interim Secretariat in writing by June 1 1996: (i) expressions of interest in providing overall administrative support to the Permanent Secretariat; (ii) information to justify this interest and to describe the possible nature of such support on the basis of the criteria in annex 1 to document A/AC.241/34; and/or (iii) indications of which of these support services could also be provided as an adjunct to overall arrangements between the Conference of the Parties and the United Nations of the type outlined by the Secretary-General." This response outlines what UNEP can provide.

The present note is submitted by the United Nations Environment Programme according to the categories of information requested recommended by the seventh session of the Intergovernmental Negotiating Committee for the Convention to Combat Desertification, as contained in Annex I of document A/AC.241/34 and in Executive Secretary Ambassador A. Diallo's letter of March 14.

ATTRIBUTES OF THE UNITED NATIONS ENVIRONMENT PROGRAMME

1. Relevance of the mandate, general objectives and activities of UNEP to the objectives of the Convention

The United Nations Environment Programme was established by the United Nations General Assembly on the basis of a recommendation adopted by the United Nations Conference on the Human Environment, held in Stockholm, from 5 to 16 June 1972.

The Stockholm Conference:

Principles 2 to 7 of the Stockholm Declaration on the Human Environment, emanating from that Conference, are of direct relevance to the objectives of the CCD. The Conference prepared an Action Plan for the Human Environment. In this Plan, the chapter on the environmental aspects of natural resource management contains a set of concrete recommendations addressed to Governments and competent international organizations for the achievement of such objectives.

The General Assembly:

The United Nations Environment Programme was established as the main institutional mechanism to promote international cooperation in the field of the environment, and to direct and coordinate environmental programmes within the United Nations system. Attachment I lists the main responsibilities entrusted to the UNEP Governing Council by the General Assembly.

These responsibilities led to the identification of the following functions for the secretariat of UNEP:

(a) To provide substantive support to the Governing Council;

(b) Under the guidance of the Governing Council, to coordinate environmental programmes within the United Nations system, to keep under review their implementation and assess their effectiveness;

(c) To advise, as appropriate and under the guidance of the Governing Council, intergovernmental bodies of the United Nations system on the formulation and implementation of environmental programmes;

(d) To secure the effective cooperation of, and contribution from, the relevant scientific and other professional communities from all parts of the world;

(e) To provide, at the request of all parties concerned, advisory services for the promotion of international cooperation in the field of environment;

(f) To submit to the Governing Council, on its own initiative or upon request, proposals embodying medium and long-range planning for United Nations programmes in the environment field;

(g) To bring to the attention of the Governing Council any matter which needs to be considered;

(h) To administer, under the authority and policy guidance of the Governing Council, the Environment Fund;

(i) To report on environment matters to the Governing Council;

(j) To perform such other functions as may be entrusted to it by the Governing Council.

Following the long droughts in the Sahel in 1960s and early 1970s, UNEP's mandate on desertification dating from 1973, was reinforced by General Assembly resolution 28/3054, of 17 October 1973, which requested UNEP to "give priority to the search for medium and long-term solutions to desert encroachment in the countries bordering on the Sahara and other areas with similar geographical conditions and to take all necessary measures to help countries concerned to implement their action programme". Subsequently, resolution 29/3337 of 17 December 1974 vested the primary responsibility for preparations for the United Nations Conference on Desertification (UNCOD) in the Executive Director of UNEP, and resolution 30/3511 of 15 December 1975 endorsed UNEP as the Intergovernmental preparatory body for that Conference. The main result of UNCOD, the United Nations Plan of Action to Combat Desertification (PACD) was adopted in General Assembly resolution 32/172 of 19 December 1977.

Since then, the General Assembly of the United Nations has regularly addressed the desertification issue and has requested the Governing Council of UNEP to do more to encourage governments to take comprehensive steps to ensure the effective implementation of the PACD. In 1992, the General Assembly requested UNEP to follow up on Agenda 21 (chapters 12 and 38) and to support the INCD, the Interim Secretariat and the combat against desertification and drought. The relevant General Assembly resolutions are listed in Attachment II.

The UNEP Governing Council:

At its first meeting, held in Geneva, from 12-22 June 1973, the Governing Council of the United Nations Environment Programme adopted an "Action Plan for the Environment: programme development and priorities". The general as well as the specific policy objectives of such an Action Plan for the Environment are of direct relevance to the goals and objectives of the Convention to Combat Desertification (See Attachment III).

In particular, the Action Plan instructed UNEP: "(c) to prevent the loss of productive soil through erosion, salination or contamination; to arrest the process of desertification and to restore the productivity of desiccated soil;". The Action Plan also made recommendations on closely related issues: "(b) To help Governments in managing forest resources so as to meet present and future needs; and (d) To preserve threatened species of plant and animal life, particularly those which are important to human life and well-being."

From 1974 to 1977, UNEP Governing Council complemented General Assembly resolutions with similar decisions and after UNCOD included decisions on progress in combatting desertification at every one of its meetings. It frequently expressed concern at the need for stronger government support for more rapid implementation of the Plan of Action to Combat Desertification. It has also regularly shown its concern at the spread and intensity of desertification in developing countries, particularly in Africa. At its eleventh session in 1983, UNEP Governing Council decided (GC 11/7), to propose the establishment of a World Commission on Environment and Development (WCED), which was subsequently endorsed in General Assembly resolution 38/161. This in turn led to the United Nations Conference on Environment and Development (UNCED), which was held in Rio de Janeiro in 1992. A full list of relevant Governing Council decisions is included in Attachment II.

The functions, competence and performance of UNEP in relation to its mandate were recognized by UNCED. The Conference made recommendations to enhance and strengthen the role of UNEP and its Governing Council for the follow-up of its decisions and in particular for the implementation of the relevant provisions of Agenda 21, including Chapter 12 on Managing Fragile Ecosystems: Combating Desertification and Drought. In this regard, the Commission on Sustainable Development designated UNEP as the Task Manager for Combating Desertification and Drought (Chapter 12) as well as for several other chapters and programme areas of Agenda 21, including biodiversity, toxic chemicals, hazardous wastes, environmental law, ozone and transboundary atmospheric pollution. UNEP was appointed joint Task Manager with the Department of Policy Coordination and Sustainable Development for Earthwatch and information for decision making and was allocated responsibilities under the thematic reports for Small Island Developing States and for major inputs on eleven other chapters.

Among the priority areas for UNEP's Programme as agreed by UNCED and incorporated in Agenda 21, Chapter 38, were the following (those of most direct relevance are highlighted):

(c) Developing and promoting the use of such techniques as natural resource accounting and environmental economics;

(d) Environmental monitoring and assessment, through both improved participation by the United Nations agencies in the Earthwatch programme and expanded relations with private scientific and non-governmental research institutes and the strengthening of its early-warning function;

(e) Coordination and promotion of relevant scientific research with a view to providing a consolidated basis for decision-making;

(f) Dissemination of environmental information and data to Governments and to organs, programmes and organizations of the United Nations system;

(g) Raising general awareness and action in the area of environmental protection through collaboration with the general public, non-governmental entities and inter-governmental institutions;

(h) Further development of international environmental law in particular conventions and guidelines, promotion of its implementation and coordinating functions arising from an increasing number of international legal agreements, inter alia, the functioning of the secretariats of the conventions, taking into account the need for a most efficient use of resources, including possible co-location of secretariats in the future;

(i) Further development and promotion of the widest possible use of environmental impact assessments, including activities carried out under the auspices of specialized agencies of the United Nations system related to every significant economic development project or activity;

(j) Facilitation of information exchange on environmentally-sound technologies, including legal aspects and provision of training;

t its eighteenth session, in May 1995, the Governing Council rea...rmed UNEP's role in this respect in decision 18/26 (Attachment V), which states that the Governing Council, *inter alia*,

"4. Requests the Executive Director to participate actively in assisting Governments and inter-governmental and non-governmental organisations to implement the United Nations Convention to Combat Desertification.... ....and to support the Interim Secretariat of the Convention."

"5. (b) to contribute to the implementation of the Convention .... and INCD resolution 5/1 on urgent action for Africa on the basis of the resources provided for under the programme activities to implement Chapter 12 of Agenda 21 in developing countries, in particular in Africa, in close collaboration with the Interim Secretariat of the Convention.

(c) to invite other organisations and agencies of the United Nations system, financial institutions, funds and other interested parties to join the partnership and contribute to local, national, sub-regional and regional efforts of developing countries to combat desertification and mitigate the effects of drought;"

"6. Requests the Executive Director to report to the Governing Council at its nineteenth session on the activities undertaken within the framework of the present decision with a view to implementing the Convention .."

UNEP's Programme

Throughout its existence a major focus of the UNEP programme as approved by the Governing Council, has been on combatting desertification and drought. This continues in the current biennium where about one tenth of the Environment Fund Budget is allocated for this purpose, in the Land and other programme elements. The regular activities of UNEP have greatly contributed to raising the awareness of the world community on the need to combat desertification.

Since its inception, UNEP has provided technical support and assistance to its member States, and in particular to developing countries, on many of the issues now included in the Convention. Support for national planning, preparation of national strategies and action plans, monitoring and impact assessment, research and training, capacity-building, exchange of information and scientific and technical advice, technology transfer, public education and awareness and resource mobilisation have all been part of UNEP's ongoing programme.

The tasks assigned by member States to UNEP in the field of combatting desertification enjoy the full support and collaboration of all other relevant branches and units of the organization's structure. The services are provided by the UNEP subprogramme for the sustainable management and use of natural resources, primarily through the Drylands Ecosystems and Desertification Control Programme Activity Centre, but with full support and considerable involvement of the

Environmental Information and Assessment Division with its new and advanced communication facilities; the Policy and External Relations Division with its departments for Resource Mobilization, Information, Public, and Inter-Agency Affairs; the Environmental Law and Institutions Programme Activity Centre and the Environmental Economics unit.

These programmes have been very readily accessible to Governments through the six regional offices of UNEP and through its emphasis on a needs-driven approach. UNEP has recently taken steps to strengthen its regional offices and the regional delivery of its programme. Regional offices are located in Bahrain, Bangkok, Geneva, Mexico, Nairobi and New York. The Interim Secretariat of the Convention has had ready and privileged access to the expertise, capacity and products of these programme centres in support of its work and this would be strengthened under the proposed arrangements. Section 2 below deals with UNEP's programme in more detail.

2. UNEP involvement with the development of the Convention and activities related to it

As shown earlier, UNEP has been involved in environmental problems related to dryland degradation since 1973. Having been designated as the intergovernmental body to prepare UNCOD, substantial efforts focused on the issue of desertification and its control. UNCOD, whose Secretary General was the Executive Director of UNEP, was successfully held in Nairobi in September 1977. Three months later, the General Assembly charged UNEP (resolution 32/172) with the coordination of the international activities to combat desertification as specified in the PACD adopted by the conference.

The Inter-Agency Working Group on Desertification (IAWGD) was established to coordinate the activities of United Nations organisations and agencies with respect to the PACD and to promote cooperation among them on specific anti-desertification projects. UNEP provided the secretariat for the IAWGD and has organized 19 regular and 3 special meetings since 1978. UNEP was also requested to provide secretariat services for the Consultative Group on Desertification Control (DESCON), an inter-governmental body established to enhance worldwide information exchange on dryland issues and to encourage the implementation of desertification control projects as stipulated by the PACD.

To meet these requirements and to oversee the implementation of the PACD, UNEP established a special "Desertification Control Unit" in 1978. Recognizing the increasing importance of the issue, the Governing Council at its 12th session authorized the Executive Director to transform this unit into the Desertification Control Programme Activity Centre (DC/PAC). While pursuing its mandatory activities the Programme Activity Centre prepared UNEP's second "Global Assessment of Desertification", and the Report of the Secretary General on "Financing Anti-Desertification Programmes" for UNCED and was also substantially involved in the drafting of Chapter 12 of Agenda 21.

In the light of chapters 12 and 38 of Agenda 21, UNEP has reviewed and re-adjusted its programme of work in desertification control. Key areas of focus include assessment and evaluation; the collection and dissemination of information; policy areas and emerging issues such as migration; promoting innovative and people-oriented approaches and examining the problems of the "bottom-up" approach in practice.

The social and economic aspects of desertification were already recognized by UNCOD and form part of the PACD, but UNEP has put stronger emphasis on these issues and their global importance since the Rio Summit. Through various workshops UNEP has attempted to draw more attention to the linkages between the desertification problem and other global issues, such as poverty, environmental refugees and migration, climate change, biodiversity, international waters, environment and economics and international trade.

A primary mandate for UNEP is to collect and provide adequate up-to-date information on the environment and this was re-emphasised in Agenda 21. Thus, assessment of the desertification and data improvement are a prominent part of the work programme. UNEP has carried out various studies on desertification at national, regional and global levels and has built up a comprehensive data base on its various facets. Some of the results of this are illustrated in the World Atlas of Desertification. The development of data bases, assessment methodologies, desertification indicators and the implementation of pilot projects and workshops are collaborative undertakings between different UNEP units, other United Nations organizations and international and national bodies.

An effort led by UNEP jointly with the World Meteorological Organisation (WMO) was the compilation of the 'state of knowledge' of the "Interactions of Desertification and Climate", by Williams and Balling, supported by a number of experts from around the world.

In 1995, a gathering of world specialists on carbon sinks was assembled by UNEP in Nairobi to discuss and define the links between desertification, drylands and climate change with a focus on carbon sequestration and climate change impacts. The Executive Summary of the conclusions are available and a book based on the workshop is being published.

UNEP produced a special issue of "Our Planet" on Desertification which was distributed in six languages with the support of the Norwegian Government. Together with the Food and Agricultural Organisation (FAO), UNEP commissioned the new Directory of Arid Lands Research Institutions by the Office of Arid Lands Studies of Arizona. Support was provided to the work of International Panel of Experts on Desertification (IPED) in producing the book on "Biodiversity in the Drylands of the World" in 1994. These publications were in addition to the regular twice per year publication of the Desertification Control Bulletin and of the World Atlas of Desertification, originally published in 1992 and reprinted in 1994 which is now being revised.

Assistance to Governments and regional organisations to develop and initiate National Plans of Action to Combat Desertification (NPACD) and their integration into national socio-economic and/or environment plans has continued, with adjustments in the light of Agenda 21 and the Desertification Convention. Since 1978 more than 30 NPACD's have been prepared with UNEP support including those under the joint venture between UNEP and the United Nations Development Programme (UNDP) for Sudano-Sahelian countries. Cooperative and assistance programmes have been initiated in concert with regional groupings. Regional training courses and the promotion of national, regional and global cooperative action through networks have been continued.

UNEP has been working on joint action programmes on desertification with the FAO, UNDP and the United Nations Economic and Social Commissions for Asia and the Pacific (ESCAP) and West Asia (ESCWA). The Joint Venture between UNEP and UNDP/UNSO has leveraged close to 300 million dollars worth of work on desertification control in the Sudano-Sahelian region. Under a new partnership arrangement, UNDP and UNEP are working in response to Chapter 38 of Agenda 21 to strengthen financial support for the implementation of Chapter 12 of Agenda 21 in all regions and sub-regions affected by desertification, building on the tripartite experience gained with the World Bank in the management of the Global Environment Facility (GEF). UNEP is enhancing the implementation of its programme through the regional offices, providing more responsive and better coordinated management of the programme and improving coordination with the United Nations regional commissions and other regional inter-governmental bodies.

To highlight the social dimensions of desertification, UNEP organized a workshop on "Listening to the People: Social Aspects of Sustainable Dryland Management", in Nairobi in December 1993. The emphasis was on devising practical solutions, which were both incremental and self-enforcing; on the manner in which changes could be brought about; how the people could be enabled to participate actively in their own development and how the implementing agencies must update their attitudes about the people they are designed to serve. The proceedings and recommendations of this workshop have been published by John Wiley.

UNEP in response to General Assembly resolution 47/188 of 22 Dec. 1992, adopting the UNCED recommendation to negotiate a Convention to Combat Desertification, has been actively supporting the Intergovernmental Negotiating Committee (INCD) and the Interim Secretariat. This has included direct financial support to the Secretariat, contributions to the costs of preparing the case studies and other preparatory work. UNEP has assisted the Organization of African Unity (OAU), and Latin American, CIS and Asian countries to prepare for the negotiating sessions and to establish draft documents for the regional annexes to the Convention. It has also supported the participation of many NGO representatives at the negotiations and some of the related meetings which led to the establishment of RIOD, the international NGO network on desertification.

UNEP has contributed over one and a half million dollars to this effort in the way of timely disbursing of funds to help get the negotiations off to a quick start, in support to regional groups and NGO's and to enable participation in sub-regional, regional and global intergovernmental meetings. UNEP strongly supported the International Panel of Experts on Desertification of INCD and made significant financial and substantive contributions.

UNEP has hosted two sessions of the INCD and hopes that Nairobi will be considered to host the first session of the Conference of the Parties. In support of the negotiation process UNEP sponsored the publication of the Earth Negotiations Bulletin during the INCD meetings and commissioned films through the Television Trust for the Environment (TVE) on various aspects of desertification, including recognition and support for the Convention. Financing Earth Action's work and the work of the Interagency Unit on Climate Change (IUCC) in this regard further contributed to the dissemination of information on the Convention.

Support was also provided to the Interim Secretariat for the publication of the Convention text, both in its full version and in an easily accessible and understandable form --the booklet "Down to Earth."

UNEP as one of the three Global Environment Facility (GEF) partners has played an active role in encouraging the inclusion of the eligibility of land degradation/desertification for funding by the GEF as it relates to the main focal areas.

The Convention to Combat Desertification is the culmination of twenty years of efforts undertaken by the international community, in which UNEP played a leading role.

The major part of UNEP's new "Land Programme Element" is devoted to support for implementation of the Convention. Despite the pressures of the newly emerging environmental issues and the increased demand for funds to support environmental efforts of all kinds, the "Land Programme Element" alone receives nine per cent of all the money allocated in the UNEP Environment Fund and thus continues to be a major component of UNEP's programme.

There is additional support for the CCD in other sub-programmes of UNEP as mentioned above. Furthermore there are joint activities planned for this biennium with the water and biodiversity sub-programmes. All these activities are oriented towards the objectives and the promotion of implementation of the CCD. It is, therefore, true to say that more than ten percent of UNEP's total programme is oriented towards support of the objectives and implementation of the CCD.

The six major programme areas identified in Chapter 12 of Agenda 21 continue to be addressed by UNEP, and attention is also focused in particular on:

-- Promoting and supporting the early ratification and implementation of the Convention and the General Assembly resolution on Urgent Action for Africa;
-- Establishing and publicizing the global significance and impact of desertification;
-- Collecting and disseminating information on successes that have been achieved and may be replicable;

-- Focusing attention on community-level efforts.

3. UNEP as a context for establishing effective relationships with other conventions and other international institutions

As outlined before, one of the decisions adopted at the first session of the Governing Council of UNEP, was to authorize the Executive Director to provide secretariat services for the UNCPD. Furthermore, it requested the Executive Director to give assistance in the preparation of other international conventions in the environmental field.

Since then UNEP has become involved in providing support to the secretariat services of the following six global conventions, based in various cities:

(a) Convention on International Trade in Endangered Species of Wild Fauna and Flora (Geneva);
(b) Convention on the Conservation of Migratory Species of Wild Animals (Bonn);
(c) Vienna Convention for the Protection of the Ozone Layer (Nairobi);
(d) Montreal Protocol on Substances that Deplete the Ozone Layer (Montreal);
(e) Basel Convention on the Control of Transboundary movements of Hazardous Wastes and Their Disposal (Geneva);
(f) Convention on Biological Diversity (Montreal).

UNEP is also providing support to the secretariat services of the following 13 regional instruments:

(a) Convention for the Protection of the Mediterranean Sea against Pollution (Athens);
(b) Protocol for the Prevention of Pollution of the Mediterranean Sea by Dumping from Ships and Aircraft;
(c) Protocol concerning Cooperation in Combating Pollution of the Mediterranean Sea by Oil and Other Harmful Substances in Cases of Emergency;
(d) Protocol for the Protection of the Mediterranean Sea against Pollution from Land-Based Sources;
(e) Protocol concerning Mediterranean Specially Protected Areas;
(f) Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region (Nairobi);
(g) Protocol concerning Cooperation in Combating Pollution in Cases of Emergency;
(h) Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Kingston, Jamaica);
(i) Protocol concerning Cooperation in Combating Oil Spills in the Wider Caribbean Region;
(j) Protocol concerning Specially Protected Areas and Wildlife to the Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region;
(k) Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi);
(l) Protocol concerning Protected Areas and wild Fauna and Flora in the Eastern African Region;
(m) Protocol concerning Cooperation in Combating Marine Pollution in Cases of Emergency in the Eastern African Region.

UNEP maintains active links with and provides support to programmes under other major conventions, for example the Framework Convention on Climate Change. It is also a major participant in other global intergovernmental processes relating to sustainable development. For example, UNEP is a member of the Commission for Sustainable Development (CSD) inter-agency group and operates as Task Manager for the CSD on Combating Desertification and several other Chapters and programme areas (see Section 1). UNEP is seconding a senior expert to the International Panel on Forests.

Agenda 21, chapter 38 paragraph 22(h), emphasized that UNEP should concentrate on "coordinating functions arising from an increasing number of international legal agreements, *inter alia*, the functioning of the secretariats of the conventions, taking into account the need for the most efficient use of resources" (see Attachment V). This is a recognition of the role of UNEP in the

promotion and implementation of international environmental law and in the coordination of its relevant legal instruments.

Governing Council decision 17/25, of 21 May 1993, requested the Executive Director to continue to promote the coherent coordination of the functioning of environmental conventions, including their secretariats, with a view to improving the effectiveness of the implementation of the conventions. Four meetings have been held of environmental convention secretariats and considerable progress has been made. Participation has increased to the point where 24 secretariats are expected to attend the fifth meeting, in May 96. The INCD Interim Secretariat has attended all meetings since the second. The meetings discuss substantive issues and also deal with administrative issues and problems. Much progress has been achieved in dealing with past administrative problems and UNEP has now created a full-time position for a Convention Liaison Officer to facilitate resolution of issues and problems.

Given such involvement with, and commitment to, global conventions and regional instruments, all of which are concerned with environmental sustainability, UNEP provides an excellent context in which and through which the linkages between the Secretariat of the Convention to Combat Desertification and other similar entities can be made.

As part of its routine programme and operations, UNEP maintains very active cooperation with other organizations and agencies of the United Nations system and NGO's. Some examples are:

UNDP

Following UNCOD in 1978, UNEP and UNDP started to cooperate in a joint venture to implements the PACD. From 1978 to 1995, UNEP provided more than US$ 20 million to the Joint Venture, which was matched by UNDP and used by UNSO to generate almost US$ 300 million of funding for desertification control work in 22 countries of the Sudano-Sahelian region. In 1995, this agreement was transformed into a new global Partnership for joint programming in areas where UNEP and UNDP/UNSO have complementary expertise. Presently the focus is on awareness raising for the Convention and the desertification issue at different levels. Under the agreement work is also progressing on the land degradation/desertification indicators (for CSD) in collaboration with the relevant and concerned United Nations and other organisations. At country level, the enhanced cooperation between UNEP and UNDP aims to respond better to requests for assistance from developing country parties to the Convention.

FAO

FAO has been most active in the implementation of PACD and a never failing partner in IAWGD and DESCON. In the early 1980s FAO and UNEP developed the first methodology for the assessment of desertification, which since has been modified to be more appropriately applicable to global needs. UNEP/FAO cooperation has been particularly rewarding in the development of the Global Assessment on Soil Degradation (GLASOD) and the Soils and Terrain (SOTER) data base, developed in collaboration with the International Soils Reference and Information Centre (ISRIC) which provided and continues to provide considerable information for the database of the World Atlas on Desertification. At regional level, especially in Latin America and to some extent also in West and East Asia and in Africa, FAO has been a very active partner in the implementation of the PACD.

For over twenty years FAO and UNEP have cooperated in other areas related to desertification, such as forests, biodiversity, land and water management and the use of agricultural chemicals. In 1995, UNEP joined FAO, UNDP and World Bank as a co-sponsor of the Consultative Group of International Agricultural Research Centres (CGIAR) which underlines the linkages between agricultural development on environmental issues. UNEP is also participating in an initiative led by FAO, on integrated pest management in agriculture while FAO contributes to UNEP's integrated watershed management activities.

IFAD

A new Memorandum of Understanding is being negotiated with IFAD. This is expected to focus on strengthening the work of both agencies in developing a data base of successful practices and in putting further emphasis on sustainable communities involvement in rural development projects.

WORLD BANK

Cooperation with the World Bank has been carried out at all levels. UNEP is a partner with the World Bank (WB) and UNDP for the implementation of the Global Environmental Facility (GEF) at the macro-management level, (UNEP is a co-sponsor of the CGIAR led by the World Bank and particularly with many of the CGIAR agencies) but there are also cooperative arrangements at the working level (eg. development of land degradation indicators). With the World Bank's increasing involvement and interest in environmental issues, this cooperation is increasing and steps are being taken to formalise it to a greater extent. In Central Asia, WB and UNDP joined UNEPs initiative of the late 1980s on the environmental disaster of the Aral Sea region. Now activities in this area are jointly implemented with bilateral partners. UNEP also co-chairs with WB the Water Sector Group for the Special Initiative on Africa.

UNESCO

UNEP and UNESCO have collaborated on desertification issues since the mid seventies when the first world map of desertification was produced for UNCOD. UNESCO participated actively in the work of IAWGD and DESCON. Cooperation focused mainly on joint research, education and training activities. The Integrated Project on Arid Lands (IPAL) is the most notable research undertaking on arid lands and desertification initiated by UNEP in the 1970s and implemented by UNESCO over a period of more than 10 years in Kenya. The same IPAL concept was also implemented in Tunisia and Lesotho. New initiatives to demonstrate some of the IPAL findings in few selected African countries are being considered. Numerous training courses/programmes have been jointly undertaken with the UNESCO offices in East and West Africa as well as in India. In 1994 UNESCO, as a lead UN agency and FAO, UNEP and UNDP as partners, launched the International Project on Arid Land Crops (IPALAC) a research and training programme of arid land germ plasm; the first training course was held in March 1996 and another is planned for October 1996.

WMO

Besides the very close cooperation between UNEP and WMO in the field of climate change, the two organisations have always maintained close links on issues related to desertification control. As dryland degradation is also influenced by climatic factors, particularly by recurrent droughts, WMO inputs to UNEP's assessment work were essential. UNEP is an active member of the WMO Commission on Agricultural Meteorology and its working groups. Reference to the joint venture which resulted in the publication of the book on "Interactions between Desertification and Climate" was already made in the previous section. Together with WMO and FAO, UNEP also supports roving seminars on agrometeorological aspects of dryland management.

REGIONAL ECONOMIC AND SOCIAL COMMISSIONS

UNEP has also had long-standing partnerships with the regional economic and social commissions. Following a UNEP Governing Council decision the Economic and Social Commission for Asia and the Pacific (ESCAP) created the regional network of Research and Training Centres on Desertification - Asia Pacific DESCONAP. In joint programmes, first with UNDP and since 1992, with UNEP, ESCAP implemented desertification control activities in Asia. ESCAP was also instrumental in assisting with the preparations of the CCD Implementation Annex for Asia.

The Economic and Social Commission for West Asia, (ESCWA) joined UNEP in the development of national action plans to combat desertification in West Asian countries in the late 1980s and early 1990s.

The Economic Commission for Africa and UNEP cooperated in supporting the African Ministerial Conference on Environment (AMCEN). ECA and UNEP assisted the Economic Commission of West African States (ECOWAS) to develop a regional master plan to combat desertification. ECA was also an active partner in various regional meetings preparing inputs for the CCD negotiation process and the Implementation Annex for Africa.

UNITED NATIONS UNIVERSITY (UNU)

UNEP and UNU, in collaboration with the Australian National University, presently cooperate in preparing a major research and capacity building project for GEF financing 'People, Land Management and Environmental Change - PLEC' for restoring agricultural biodiversity and related conservation knowledge held by small farmers.

NON-GOVERNMENTAL ORGANIZATIONS (NGO's)

Since its inception UNEP has succeeded in establishing a tradition of collaboration and fruitful cooperation with NGO's. This cooperation (eg. with International Union for Conservation of Nature and Natural Resources (IUCN), World-Wide Fund for Nature (WWF), World Resources Institute (WRI)) led to the elaboration of a number of conceptual studies such as the World Conservation Strategy (1980), Caring for the Earth (1991), the Global Biodiversity Strategy (1992) and to the 'World Resources' publications issued annually.

UNEP has a long standing relationship with many of the world's leading research organizations and institutions on issues related to environmental degradation in drylands. The Scientific Committee on Environment Problems (SCOPE) of the International Council of Scientific Unions (ICSU) has cooperated with UNEP undertaking joint studies on desertification. In collaboration with International Society of Soil Scientists (ISSS), UNEP is studying the issue of soil resilience of drylands.

Similarly individual CGIAR centres, notably International Crops Research Institute for Semi-Arid Tropics (ICRISAT), International Centre for Research in Agroforestry (ICRAF), International Livestock Research Institute (ILRI) and International Centre for Agricultural Research (ICARDA) have undertaken joint research projects related to dryland and land degradation. One of the most prominent of these research programmes is the 'Desert Margin Initiative' (DMI), which is an eco-regional research programme for sub-Saharan drylands. UNEP recently started dialogue with the primary/foremost natural resource user organizations, ie. International Federation of Agricultural Producers (IFAP) on their role in the implementation of the Convention at national and sub-national levels.

During the negotiations for the Convention UNEP established links to many NGO's in countries affected by desertification and supported the participation of 55 NGO representatives at the various sessions of the INCD. Particular support was provided to the Environment Liaison Centre International (ELCI) in its efforts to establish the International Global Network of NGO's on Desertification known as "RIOD".

4. General benefits derived from demonstrated effectiveness of the organization in its own sphere of activities

UNEP's mandate is to raise global awareness of the environment, to alert the world to emerging environmental issues, to encourage effective action to safeguard the environment and to avoid major environmental crises. UNEP is recognised as having made a significant contribution to placing environment firmly on the global agenda.

This is true in general terms, as indicated by the vast change in global understanding of the environment since the Stockholm Conference. It can also be illustrated by a number of specific cases where UNEP's call for action has led to appropriate action, for example on ozone depletion and the danger of CFCs, biodiversity, global climate change and international action on hazardous wastes. UNEP led the establishment of the first regional seas convention in the Mediterranean and is leading the action on Prior Informed Consent for information

on hazardous chemicals. For over twenty years, UNEP has been consistently pushing for global recognition of desertification as a major cause for international concern and effective action.

The decision of heads of States and Governments at the United Nations Conference on Environment and Development to enhance and strengthen the role of UNEP and its Governing Council is testimony of the effectiveness of UNEP in its sphere of activities. Of particular note is its recommendation that UNEP should coordinate the functioning of the convention secretariats. Attachment III presents the full list of priority areas recommended for UNEP's portfolio..

UNEP has been the lead organisation in mobilising and channelling funds for the United Nations Plan of Action to Combat Desertification. The joint venture with UNDP to support UNSO was successful in leveraging funds for activities in the Sahel to the tune of some US$ 300 million. UNEP contributed by providing substantial support to the INCD, the Interim Secretariat, its activities and to the IPED as described above.

UNEP's role has always been to act as a catalyst, to push for action and to leverage financial resources. This role is being strongly re-emphasised in the new UNEP programme for this biennium, in which a refreshed and forceful approach to this traditional role has been taken.

UNEP's focus on technology transfer has been based throughout on a close working relationship with national governments, especially in the development of developing countries' national capabilities (scientific, technological and managerial) to receive, adopt and utilize available and applicable technologies.

Institutional strengthening, training and educational development have gone hand in hand with the dissemination of information and the support of pilot studies for the transfer of technology. UNEP's two decades of experience in this area have been recently reinforced by the establishment of the International Environment Technology Centre in Japan which is designed to develop and enhance appropriate technologies and enable their spread and application as needed worldwide.

UNEP has also developed close working relationships with many foundations which have played important roles in supporting activities of organizations that contribute to anti-desertification technologies. The role of individuals who have made available their personal prestige to influence funding for the good cause of anti-desertification has also contributed substantially. UNEP's goodwill ambassadors and Global 500 award winners have all made important contributions of various kinds.

UNEP already provides advice on request about innovative methods of financing and sources of financial assistance. UNEP led the preparation and publication of the book on Financing Desertification Control. UNEP has an advantage in that, not being a source of substantial funds itself, it is seen as providing dispassionate and unbiased advice which can help with the preparation of national plans.

As indicated above, UNEP has spent much effort on providing the best information obtainable to interested Parties and relevant intergovernmental and non-governmental organisations, and has made repeated attempts to enlist the support of governments and to make available information on funds and funding patterns in order to facilitate coordination.

In summary, UNEP's long and continuing involvement with this issue ensures the accumulation of maximum synergistic benefits.

ORGANIZATIONAL AND ADMINISTRATIVE ARRANGEMENTS

In responding to the request of the INCD, the Executive Director has noted that the COP has an independent legal character and is not a subsidiary of the General Assembly or of any other body. She has also noted carefully the Note by the Secretary General to INCD-7 Document A/AC.241/44 and finds that since UNEP is a part of the United Nations, it is in a position to offer essentially the same administrative support. Following closely the Secretary-General's Note to the INCD the Executive Director has also assumed that:

(a) the COP will wish to place the Permanent Secretariat within the framework of an existing institution, so as to avoid having to establish a fully-fledged new institution;

(b) the COP will adopt the core budget for the functioning of Convention bodies, including the Permanent Secretariat, and will finance this budget by a combination of contributions from the Parties, of contributions by the Government hosting the Permanent Secretariat and of contributions by other institutions providing support to activities of the COP; and

(c) the Permanent Secretariat will respond to policy guidance from the COP to which the Head of Secretariat is fully responsible. Within the framework of applicable UN rules and regulations the Head of the Secretariat will be accountable also, if this proposal is accepted, to the Executive-Director of the United Nations Environment Programme as outlined here below, for the implementation of mandated activities and for the use of funds contributed for these activities.

Consequently, administrative and support arrangements for the Permanent Secretariat should respect the distinct character of the Convention and provide for the autonomy, responsiveness and accountability of its Permanent Secretariat. It would be necessary, at the same time, to place the Permanent Secretariat in a sound and supportive framework of administrative regulations, rules and procedures that would satisfy the expectations of the Parties with respect to the effective management of resources contributed.

The scope of the arrangements should also correspond to the global and multidisciplinary nature of the problems addressed by the Convention and of the responses that these require. The arrangements should facilitate the mobilization of the full range of scientific, technical and economic expertise required by the Convention, in particular to support the activities of specialized subsidiary bodies of the COP, as well as the analysis and review by the COP of measures undertaken in fulfilment of commitments under the Convention. They should buttress the Permanent Secretariat's basic functions, including the facilitation of assistance to affected developing country Parties in the compilation and communication of information required under the Convention and the facilitation of consultative processes in Africa, Asia, Latin America and the Caribbean. In addition, they should provide the Permanent Secretariat with appropriate linkages to relevant intergovernmental and inter-agency processes, including those of related Conventions.

The Executive Director agrees that, while the Permanent Secretariat should be institutionally linked to the United Nations, it should not be fully integrated in the work programme or management structure of UNEP. The general principles of this linkage, and its implications, could be recorded in reciprocal decisions of the COP and the Governing Council. As indicated above UNEP is fully mandated to undertake such work and already provides similar services to five other Convention Secretariats in four different cities.

The administrative and support arrangements should be effective from the end of the present provisions of the Interim Secretariat, it is likely this would mean from 1 January, 1998 if current projections regarding entry into force of the Convention hold true. The arrangements should be for defined duration, possibly

four years, and include a provision for their review and modification during that period. Such an approach would enable the arrangements to evolve in response to the changing needs of the Convention.

An efficient arrangement for administrative support to the Permanent Secretariat would ensure proper procedures, controls and accountability, while allowing for managerial autonomy, flexibility and programmatic/substantial accountability to the COP.

Given the broad commonality of administrative regimes and experience establishing administrative support for preceding Convention Secretariats, certain general characteristics of the administrative arrangements can be indicated, realizing that specific aspects would have to be spelled out in due course.

This offer outlines a number of support services which can be offered by UNEP. Although they are seen as part of a package of support for the COP Permanent Secretariat, they could also be provided selectively, as required, on request as an adjunct to overall arrangements between the Conference of the Parties and the United Nations. UNEP is part of the United Nations and providing administrative support to convention secretariats is a very clear part of its mandate.

5. The process for the COP entering into agreements with organizations, including nature, form and timing

The Conference of the Parties may deal directly with the Executive Director of UNEP on this matter. If further information or discussion is required, or if the COP wishes to invite UNEP to provide the administrative support, arrangements may be made directly with the Executive Director. This offer of support to the COP is clearly within the authority granted by recommendations of UNCED and subsequent Governing Council decisions endorsing UNEP's support to Conventions in general and specifically to the INCD and the CCD but UNEP would need to secure confirmation from its governing body, the Governing Council of UNEP. The Governing Council could endorse on a post-facto basis, the decision of the Executive Director to accept the request of COP for the provision of the function of the Secretariat. The next (19th) meeting of the Governing Council of UNEP takes place from January 27 to February 7 1997 in Nairobi, shortly after the tenth session of the INCD.

The approval of the Governing Council normally presumes, unless otherwise decided upon by the Council, that the activities under the Convention, as mandated by COP, would be financed by the Parties and thus would have not have any express implications on the use of the Environment Fund, with which the activities of UNEP are financed in accordance with the Fund allocations approved by the Council.

The Executive Director would be pleased to consider any points raised by the INCD at its ninth session regarding possible adjustments or clarifications to the arrangements outlined in this offer and to submit additional information to the tenth session of the Committee. Once the Committee and the Executive Director are jointly satisfied, a draft decision could be prepared covering various aspects of the arrangements.

Assuming agreement on satisfactory arrangements were reached, the Executive Director would, once the location of the Permanent Secretariat is determined, make a recommendation concerning the sources of administrative support for the Permanent Secretariat. At the appropriate time the Executive Director, in consultation with the COP, would also make a first appointment to the post of head of the Permanent Secretariat.

6. Existing administrative infrastructure available to support the Permanent Secretariat and activities of the COP, including personnel, financial, communications, information management, and conference services frameworks

The current administrative structure of UNEP including its regional and liaison offices, its Information and Public Affairs unit, its communications facilities, its link with UNON which it supports, and its ties within the United

Nations system, with NGO's, research and scientific institutions will constitute an invaluable asset for the smooth discharge of the secretariat functions.

Other areas of its expertise and operations would also be put at the service of the Convention. These include:

(a) Expertise in fund management (Environmental Fund, trust funds for conventions (for details see response 7(b) below), accountancy and audit);
(b) Personnel recruitment (see response to 7(c) below);
(c) Information management programmes (GRID, Earthwatch, ENRIN);
(d) A wide range of directly relevant publications, (see section 2 above);
(e) Its central role with respect to sustainable development within the United Nations system, (see sections 1 & 2 above);
(f) A long-established and productive relationship with major international non-governmental organizations, (see section 3 above);
(g) Regional offices (see section 1 above);
(h) Decentralized programme activity centres (see sections 1 & 2 above);
(i) Conference servicing is available using the latest and most economical methods to support meetings, including remote translation services and efficient telecommunications world wide. These were developed by UNEP's Conference Services now incorporated in UNON, but still supported by UNEP and under the direction of the Executive Director;
(j) UNEP has acquired from the European Space Agency the Mercure system. Mercure is a satellite telecommunications system that will dramatically improve UNEP's capabilities in producing and delivering the information products which are vitally needed for programmes and action plans related to the environment. The system is designed as two subsystems:
    (i) A high capacity system for exchanging environmental data files and conducting teleconferences remotely;
    (ii) A lower capacity system designed for ease of installation in countries that do not have existing robust telecommunications infrastructures.

In combination with the emerging global networks loosely referred to as INTERNET and the World Wide Web, UNEP now possesses the communications power to serve in an easily accessible fashion its primary participants ranging from the developed countries to the less developed.

7. Adjustments to normal organizational and administrative arrangements possible to ensure autonomy and independence of the permanent secretariat, including:
a) distinct status for the Permanent Secretariat
b) appropriate financial procedures, particularly those relating to contributions by Parties and administration of funds
c) appropriate personnel procedures, including for recruitment and appointment of senior staff

UNEP already hosts the secretariats of six international legal instruments of a global character. All of them enjoy operational autonomy and are fully responsive to their respective Conferences of the Parties on which they account to the Under Secretary General and Executive Director of UNEP. The operational autonomy enjoyed by the Interim secretariat of the Convention to Combat Desertification will be maintained as required by the Conference of the Parties. UNEP recognizes that the heads of convention secretariats are accountable to their respective Conferences of the Parties for responses to their mandates and requests. It understands the role of the organization selected to provide a secretariat to a convention as providing a supportive framework to facilitate that secretariat in discharging its functions, principally through support and guidance in relation to personnel and administrative matters and financial management as required by the United Nations system. UNEP recognizes the need for flexibility in the application of its systems and practices when that is necessary to ensure efficiency and effectiveness of a secretariat in relation to the mandates and expectations of the Conference of the Parties.

Distinct Status for the Secretariat

As indicated in Section 3 above UNEP administers the secretariats of six global and four regional conventions. The example of the Convention on Biological Diversity (CBD) illustrates well the nature of relationship between UNEP and a hosted secretariat.

The legal and formal distinction between UNEP and the Interim secretariat of the Convention on Biological Diversity (CBD), although this was provided by UNEP, was well recognised and supported. This relationship continues with the Permanent Secretariat of the CBD and could be replicated for the Permanent Secretariat of the CCD. Thus maximum operational autonomy can be enjoyed by the secretariat in its response to the mandates, requests and needs of the Conference of the Parties. UNEP recognizes the executive role of the secretariat in advancing the Convention on Biodiversity and the head of the secretariat as the chief executive in that process. The secretariat is, therefore, recognized as the principal executive body in matters relating to the Convention.

This approach of UNEP to the Biodiversity Convention Secretariat has already been reflected in its establishment of the post of head of the Permanent Secretariat at a senior level within the United Nations system. Bearing in mind the role of the Conference of the Parties as the governing body of the Convention, the head of the Secretariat will be directly accountable to the Conference of the Parties for his/her independent decisions on matters affecting the functioning of the secretariat.

Financial Services

No adjustments are foreseen to be required to the standard procedures already existing for establishing, managing and operating Trust Funds and the maximum flexibility is sought for Convention Secretariats. As part of the United Nations, UNEP is able to provide the services indicated in the Secretary General's Note, as follows:

Financial services would be provided in accordance with the Financial Regulations and Rules of the United Nations and the financial rules of the Environment Fund of UNEP.

The following financial services *inter alia* would be provided by the United Nations Environment Programme, in consultation with the head of the Permanent Secretariat:

(a) establishment and servicing of a trust fund or trust funds to be managed by the head of the Permanent Secretariat in accordance with the financial rules adopted by the COP, including:

(i) maintenance of appropriate sub-accounts and, if required, a working capital reserve,

(ii) appropriate procedures to ensure that expenditures from special purpose trust funds or sub-accounts are consistent with the terms and conditions of contributions to them,

(iii) arrange for the transfer of any balances in the Trust Fund and the Special Voluntary Fund established by General Assembly resolution 47/188 to the appropriate new trust funds or sub-accounts,

(iv) investment of trust fund contributions not immediately required and crediting of resulting income as appropriate,

(v) auditing in accordance with the internal and external audit process of the United Nations,

(vi) provision to the Parties during the second year of each financial period of an interim statement of accounts for the first year and provision of a final audited statement of

accounts for the full financial period as soon as practicable;

(b) opening of bank accounts;

(c) receipt and posting of contributions, and advice thereof to the head of the Permanent Secretariat;

(d) maintenance of such accounting records as may be required by the head of the Permanent Secretariat;

(e) approval of payments in accordance with the terms of rule 108.9(c) of the United Nations Financial Rules and Regulations; and

(f) disbursements, including payroll services.

The formulation, review and approval of the administrative budget of the Convention should be solely within the purview of the COP and the Permanent Secretariat.

Personnel

No adjustments are foreseen to be required to the established personnel procedures including for recruitment and appointment of senior staff, since these are well covered already by UNEP.

The Executive Director would appoint the head of the Permanent Secretariat after consultation with the COP, which would determine the level and term of office of the appointment. The Executive Director could extend the term of office after consultation with the COP. Consultations in both cases would be conducted through the Bureau of the COP. The head of the Permanent Secretariat should be accountable to the COP for the implementation of policies and programme of work it approves and to the Executive Director as the chief administrative officer of UNEP, including for the observance of the Financial and Staff Regulations and Rules of the United Nations Environment Programm.

The head of the Permanent Secretariat would administer its staff in accordance with United Nations Staff Regulations and Rules and the common system of salaries and allowances. The core staff of the Permanent Secretariat would be supplemented by staff assigned, loaned, or seconded on a reimbursable basis to the Permanent Secretariat, from the United Nations Secretariat or its Programmes or from specialized agencies, in accordance with the terms of the Inter-Organization agreement concerning transfer, secondment or loan of staff among the Organizations applying the United Nations Common System of salaries and allowances.

The United Nations Environment Programme could conduct recruitment at the request of the head of the Permanent Secretariat, and would administer the staff so recruited. "Administration" in this context signifies taking decisions on, and processing of statutory entitlements under the staff regulations and rules and giving effect to decisions taken by the head of the Permanent Secretariat regarding the appointment, promotion, transfer, separation, and dismissal of staff and appeals in accordance with Chapters X and XI of the Staff Regulations.

8. Arrangements for sharing different categories of costs between organisations and the Parties to the Convention and charges for services not absorbed by the organisation's budget

The procurement services of the United Nations Environment Programme would be available, on request, to the head of the Permanent Secretariat.

UNEP's experienced Environmental Law Unit would be available for advisory services and support; in drafting and negotiating headquarters agreements with the Government hosting the Permanent Secretariat UNEP lawyers in consultation with the Office of Legal Affairs of the United Nations would provide the Permanent Secretariat with advisory services.

Arrangements are already in place that can be replicated for sharing of different categories of costs. With regard to charges for services not absorbed by UNEP's budget, the following arrangements are proposed: reimbursements would be levied on the basis of actual costs incurred at thirteen percent of annual recorded expenditures.

9. Feasibility of advances through the budgetary processes of UNEP to guarantee the Permanent Secretary's cash flow and allow it to enter into the necessary long-term commitments

UNEP stands ready to offer, within its own sphere of competence and abilities, any service and support that may be expected by the Conference of the Parties and requested by the secretariat in discharging its functions. In general, it may be anticipated that such support could include technical inputs in the work of the secretariat, administrative support systems, data and information services. Any arrangements for temporary cash advances required to guarantee the Secretariat's cash flow would depend on the budgetary situation of UNEP at the time and would need to be agreed upon as and when requested.

10. Administrative and financial framework for linkage with other convention secretariats

As an intergovernmental organization, UNEP, hitherto, through its Conference and Governing Council and other services, has accumulated an outstanding experience in the organization and management of intergovernmental processes. In addition, it has provided the secretariat services to the global and regional instruments listed in section 3 above.

As described above in section 3 UNEP has a range of relationships with existing secretariats and other inter-governmental bodies. These linkages are well established administratively and the financial frameworks for linkage are established and operational. No difficulty is anticipated in replicating these as appropriate for the case of the Permanent Secretariat of the CCD. Should any adjustments be necessary, UNEP has long experience of the development of such arrangements and has the mandate to ensure that these are established and made operational, should the COP so request. The Coordination meetings held so far have already made considerable progress towards strengthening the linkages between secretariats and creating benefits from synergistic effects and from savings through consolidated approaches.

11. Impact, if any, of location of Permanent Secretariat on substantive and administrative linkages possible between it and UNEP

UNEP is aware that the location of the secretariat is a decision for the Conference of the Parties. UNEP already has considerable experience in providing secretariats to international legal instruments which are located both at its headquarters and elsewhere. In particular reference can be made to the list in Section 3 above which shows that UNEP already services Secretariats in many cities, including Athens, Bonn, Geneva, Kingston, Montreal, and Nairobi. In Bonn, for instance, UNEP has been supporting the Secretariat to the Convention on Migratory Species since 1985.

With the establishment of UNEP's new telecommunications links, UNEP will soon have better, more efficient and cost effective linkages world-wide than most if not all other UN organisations. Regional delivery is already a major part of UNEP's programme and we already service many widespread and out posted offices within and associated with the organisation. We feel that UNEP has a comparative advantage now in the operation of highly effective substantive and administrative linkages using technologies that are among the latest and best in the world including high capacity data transmission links and facilities for telae-conferencing.

ATTACHMENT I

RESPONSIBILITIES OF THE UNITED NATIONS
ENVIRONMENT PROGRAMME
AS OUTLINED IN GENERAL ASSEMBLY RESOLUTION 2997
OF 15 DECEMBER 1972

(a) To promote international cooperation in the field and to recommend, as appropriate, policies to this end;

(b) To promote general policy guidance for the direction and coordination of environmental programmes within the United Nations system;

(c) To receive and review the periodic reports of the Executive Director on the implementation of environmental programmes within the United Nations system;

(d) To keep under review the world environmental situation in order to ensure that emerging environmental problems of wide international significance should receive appropriate and adequate consideration by Governments;

(e) To promote the contribution of the relevant international scientific and other professional communities to the acquisition, assessment and exchange of environmental knowledge and information and, as appropriate, to the technical aspects of the formulation and implementation of environmental programmes within the United Nations system;

(f) To maintain under continuing review the impact of national and international environmental Policies and measures on developing countries, as well as the problem of additional costs that might be incurred by developing countries in the implementation of environmental programmes and projects, to ensure that such programmes and projects shall be compatible with the development plans and priorities of those countries;

(g) To review and approve annually the programme of utilization of resources of the Environment Fund.

ATTACHMENT II

RESOLUTIONS OF THE GENERAL ASSEMBLY RELEVANT TO, OR DEFINING, UNEP'S MANDATE IN COMBATING DESERTIFICATION

28/3054 (1973)	GA Resolutions on Sahel Region stricken by Drought.
29/3337 (1974)	GA Resolutions on International Cooperation to Combat Desertification
30/3511 (1975)	GA Resolution endorsing UNEP as intergovernmental body for UNCOD
32/170 (1977)	GA Resolutions on measures to be taken for the benefit of the Sahel region
32/172 (1977)	GA Approved the Report of the UN Conference on Desertification and the plan of action to Control Desertification
33/89 (1978)	GA Resolution Issues arising from UN Conference on Desertification (UNEP's leading role in implementing the PACD satisfies the GA)
34/184 (1979)	GA Resolutions on Financial Constraints and Special Account to Finance PACD Implementation
34/185 (1979)	GA Resolution on Restoration and Implementation of Foutah-Djallon Massif to be included in UNEP's Program in Cooperation with OAU
34/185 (1979)	GA Resolutions Implementation of PACD in Sahel Region
35/73 (1980)	GA Resolutions on the Implementation of PACD
36/190 (1981)	GA Resolution on Implementation of PACD in Sahel-Region
36/191 (1981)	GA Resolutions on Implementation of PACD in Sahel-Region
37/216 (1982)	GA Resolution on Implementation of PACD in Sahel-Region (progress of UNEP/UNSO joint venture noted with satisfaction)
37/218 (1982)	GA Resolution on Implementation of PACD in Sahel-Region (concern about lack of funds for PACD)
37/220 (1982)	GA Resolutions on Study on Financing UN PACD
38/163 (1983)	GA Resolution on Financing UN PACD
38/164 (1983)	GA Resolutions on PACD Implementation in Sahel-Region
39/168 (1984)	GA Resolution on Implementation of PACD
40/198(A)(1985)	GA Resolutions on Implementation and Financing of PACD and its Implementation in Sahel-Region (concern about insufficient financial resources; grave concern about continuing desertification especially in Africa)
40/209 (1985)	GA Resolutions on Desertification and Drought
41/455 (1986)	GA Resolutions on Drought in East Africa
41/456 (1986)	GA Resolution on Mauritania (to prepare NPACD)
42/189 (1987)	GA Resolutions on Implementation of UN PACD
44/172 (1989)	GA Concerned on Inadequate Financial Resources for PACD implementation
46/161 (1991)	GA Resolutions on Implementation of PACD (UNEP to prepare consolidated report for UNCED; DESCON to be changed; ED to strengthen DC/PAC)
46/161 (1991)	GA Resolution on Combating Desertification and Drought (endorses SG report on implementation of PACD)
47/188 (1992) & 47/190 (1992)	Endorsement of UNCED Rio Declaration and Agenda 21 Chapter 12 "Managing fragile ecosystems: combating desertification and drought"; establishment of INCD for Elaboration of an International Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa
48/175 (1993)	GA Resolution on Long Term Problems of Drought and Desertification and Degradation of Soil Productive Capacities World-wide Social and Economic Consequences.
48/191 (1993)	Elaboration of UN-CCD
49/115 (1995)	Observance of World Day to Combat Desertification and Drought
49/234 (1995)	Elaboration of UN-CCD

DECISION OF UNEP'S GOVERNING COUNCIL RELEVANT TO, OR DEFINING UNEP'S MANDATE IN COMBATING DESERTIFICATION

1 (1973)	Action Plan for the Environment: programme development and priorities
2/8A (1974)	Preliminary discussions on desertification and UNCOD
5/95 (1977)	GC Decisions on implementation of GA resolution 29/3337; approval of UNEP documents for UNCOD
6/114 (1978)	GC Decisions on ED report on UNCOD and PACD (establishment of Desertification Unit)
7/13 (1979)	GC Decisions on ED report on implementation of PACD
8/17 (1980)	GC Decisions on ED report on implementation of PACD and DESCON-2
9/22 (1981)	GC Notes Actions of UNEP, Govs. and other UN systems for the implementation of PACD and ED Action for implementing of GA Resolution 35/73
9/22 (1981)	Application of GA 35/72 for implementation of PACD in Sahel-region
10/14 (1982)	GC Decision on implementation of PACD
11/17 (1983)	Deeply concerned on slow implementation of PACD Satisfied by UNSO progress in assisting Gov. on behalf of UNEP and UNDP
12/10 (1984)	GC Decisions on implementation of PACD in general and in Sahel Region in particular; (specific goals for UNEP/UNSO joint venture; establishing DC/PAC with specific priority tasks)
13/30 (1985)	GC Decisions on implementation of PACD in general and in Sahel Region in particular (widening IAWGD to invite organizations outside the UN system to participate)
14/15 (1987)	GC Decisions on implementation of PACD in general and in Sahel Region in particular; on Special Account to Finance the implementation of PACD
15/27 (1989)	GC Decisions on implementation of PACD in general and in Sahel Region in particular
16/22 (1991)	GC Decisions on implementation of PACD in general and in Sahel Region in particular; Decision Financing and other measures in support of PACD
GCSSIII (1992)	GC Special Session: Decisions on Arid lands ecosystems management for sustainable productivity, prevent advance of desertification, where possible, reclaim desertified land; need to refine assessments methodologies; guidelines and course of action
17/19 (1993)	GC decisions on implementation of PACD in general and in Sahel Region in Financing and other measures in support of the PACD
18/26 (1995)	GC decisions on implementation of PACD (details in Attachment V)

ATTACHMENT III

POLICY OBJECTIVES OF THE ACTION PLAN FOR THE ENVIRONMENT
SET BY GOVERNING COUNCIL OF UNEP AT GC1 IN 1973

General

(a) To provide, through an interdisciplinary study of natural and man-made ecological systems, improved knowledge for an integrated and rational management of the resources of the biosphere and for safeguarding human well-being as well as ecosystems;

(b) To encourage and support an integrated approach to the planning and management of development, including that of natural resources, so as to take into account environmental consequences with the aim of achieving maximum social, economic and environmental benefits;

(c) To assist all countries, especially developing countries, to deal with their environmental problems and to help mobilize additional financial resources for the purpose of providing the required technical assistance, education, training and free flow of information and exchange of experience, with a view to promoting the full participation of developing countries in the national and international efforts for the preservation and enhancement of the environment.

Specific

(a) To detect and prevent serious threats to the health of the oceans through controlling both ocean-based and land-based sources of pollution, and to assure the continuing vitality of marine stocks;

(b) To help Governments in managing forest resources so as to meet present and future needs;

(c) To prevent the loss of productive soil through erosion, salination or contamination; to arrest the process of desertification and to restore the productivity of desiccated soil;

(d) To preserve threatened species of plant and animal life, particularly those which are important to human life and wellbeing;

(e) To help Governments identify and preserve natural and cultural areas which are significant to their countries and which form part of the natural and cultural heritage of all mankind;

(f) To help Governments increase public awareness through better education and knowledge of environmental concerns and facilitate wide participation in and support for environmental action.

ATTACHMENT IV

PRIORITY AREAS FOR UNEP'S PROGRAMME AS AGREED BY THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT

(a) Strengthening its catalytic role in stimulating and promoting environmental activities throughout the United Nations system;

(b) Promoting international cooperation in the field of environment and recommending as appropriate, policies to this end;

(c) Developing and promoting the use of such techniques as natural resource accounting and environmental economics;

(d) Environmental monitoring and assessment, through both improved participation by the United Nations agencies in the Earthwatch programme and expanded relations with private scientific and nongovernmental research institutes and the strengthening of its early-warning function;

(e) Coordination and promotion of relevant scientific research with a view to providing a consolidated basis for decision-making;

(f) Dissemination of environmental information and data to Governments and to organs, programmes and organizations of the United Nations system;

(g) Raising general awareness and action in the area of environmental protection through collaboration with the general public, nongovernmental entities and intergovernmental institutions;

(h) Further development of international environmental law in particular conventions and guidelines, promotion of its implementation and coordinating functions arising from an increasing number of international legal agreements, inter *alia*, the functioning of the secretariats of the conventions, taking into account the need for a most efficient use of resources, including possible co-location of secretariats in the future;

(i) Further development and promotion of the widest possible use of environmental impact assessments, including activities carried out under the auspices of specialized agencies of the United Nations system related to every significant economic development project or activity;

(j) Facilitation of information exchange on environmentally-sound technologies, including legal aspects and provision of training;

(k) Promotion of sub-regional and regional cooperation and support to relevant initiatives and programmes for environmental protection through playing a major coordinating role in regional environmental mechanisms identified for the follow-up to the Conference;

(l) Provision of technical, legal and institutional advice to Governments, upon their request, in establishing and enhancing their national legal and institutional frameworks, in particular, in cooperation with UNDP capacity-building efforts;

(m) Supporting Governments, upon request, and development agencies and organisations in the integration of environmental aspects into their development policies and programmes, in particular through provision of environmental, technical and policy advice during programme formulation and implementation;

(n) Further developing assessment and assistance in cases of environmental emergencies.

ATTACHMENT V

GOVERNING COUNCIL DECISION 18/26 OF 26 MAY 1995
IMPLEMENTATION OF THE PLAN OF ACTION TO COMBAT
DESERTIFICATION 1993-1994

The Governing Council,

Recalling, in particular, General Assembly resolutions 35/73 of 5 December 1980 and 39/168 B of 17 December 1984, in which the Assembly requested the Governing Council to report, through the Economic and Social Council, on the implementation of the Plan of Action to Combat Desertification,

Recalling also General Assembly resolution 49/234 of 23 December 1994 on elaboration of an international convention to combat desertification in those countries experiencing serious drought and/or desertification, particularly in Africa,

Having considered the report of the Executive Director on the implementation of the Plan of Action to Combat Desertification 1993-1994,

1. Expresses its support for ongoing efforts by the United Nations Environment Programme to support the development of an updated assessment methodology for drylands and desertification, including the development of appropriate indicators, balled on improved national approaches involving communities, as well as its efforts in increasing awareness of desertification and in disseminating targeted information materials to a range of media;

2. Requests the Executive Director to continue promoting cooperation and coordination of worldwide efforts to combat desertification and intensifying research and development in collaboration with leading world scientific institutions and centres of excellence on desertification and land degradation and drought issues, particularly on the social and economic aspects of these problems;

3. Authorizes the Executive Director to submit, on behalf of the Council, her report on the implementation of the Plan of Action to Combat Desertification in 1993 and 1994, through the Economic and Social Council, to the General Assembly at its fiftieth session;

4. Requests the Executive Director to participate actively in assisting Governments and intergovernmental and non-governmental organizations to implement the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa adopted in Paris on 17 June 1994 and resolution 5/1 concerning urgent action for Africa adopted by the Intergovernmental Negotiating Committee for the Convention and to support the interim secretariat of the Convention;

5. Requests the Executive Director:

(a) To report to the Governing Council at its nineteenth session on the implementation of the United Nations Environment Programme and the United Nations Development Programme Partnership to Combat Desertification signed on 26 April 1995;

(b) To contribute to the implementation of the Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, and Intergovernmental Negotiating Committee resolution 5/1 on urgent action for Africa on the basis of the resources provided for under programme activities to implement chapter 12 of Agenda 21 in the developing countries, in particular in Africa, in close collaboration with the interim secretariat of the Convention;

(c) To invite other organizations and agencies of the United Nations system, financial institutions, funds and other interested parties to join the partnership and contribute to local, national, subregional and regional efforts

of developing countries to combat desertification and mitigate the effects of drought;

6. Requests the Executive Director to report to the Governing Council at its nineteenth session on the activities undertaken within the framework of the present decision with a view to implementing the Convention to Combat Desertification.